



Building tomorrow today

Integrated Public Safety Commission
Project Hoosier SAFE-T
2003 Annual Report

Project Hoosier SAFE-T

ANNUAL REPORT

2003

communicate (k&- 'myü-n&- "kAt)

v. To have an interchange, as of ideas; To express oneself in such a way that one is readily and clearly understood; To be connected, one with another.

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Our Mission

The core responsibility of any government is the safety and security of its citizens - this is the foundation for every other right of citizenship, the essential condition for every other freedom.

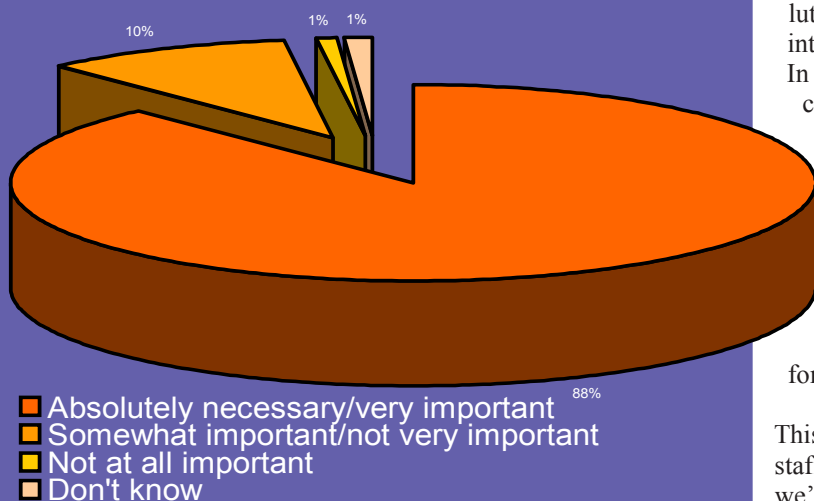
And when Hoosier families are in danger because of natural disaster, terrorism, crime or medical emergencies, response time is measured in lives, not seconds. When a firefighter is trapped in a burning building or a police officer needs backup, the ability to get immediate help can mean the difference between life and death.

Most Hoosiers believe first responders have the ability to to interoperate, that is, communicate with each other, within towns, cities, counties and even across the state. The reality is that most police officers, firefighters, emergency personnel, and other first responders, even within a town, use separate systems. This duplication is not only expensive, it can put everyone at risk.

That's where Project Hoosier SAFE-T comes in. Our driving force is safety for Hoosier first responders and the public they protect. An added benefit is savings. Project Hoosier SAFE-T is building the infrastructure - the communications sites and associated equipment - across the state. This can save local agencies huge amounts of money. Federal, state, and local agencies are only responsible for purchasing their radios and other equipment to use the system.

Why SAFE-T? Why Now?

How important is it to keep interoperability functioning at 100% during a crisis?



In October 2003, mayors from across the country heard the results from a nationwide poll¹ that shows that an overwhelming majority (88%) of Americans believe that it is either “absolutely necessary” or “very important” to keep interoperability functioning at 100% during a crisis. In addition, this poll, and others like it, show that citizens clearly expect their elected officials to be responsible for their safety.

Fortunately, Indiana is ahead of the curve. 2003 was a banner year for Project Hoosier SAFE-T, moving from the planning and demonstration stages into reality. Communications sites are being built across northern and central Indiana, with plans in development for the rest of the state.

This annual report details the activities of the IPSC staff and governing bodies during 2003. Indeed, we're building the future, today.

¹ “America Talks Interoperability. Why We Can't Wait.” Frank Luntz poll, October 2003. For complete results, visit <http://www.luntz.com/NextelBook.pdf>

2003 Milestones

- ◆ SAFE-T grew from 7 sites to 24 sites in 2003. At the end of 2003, Project Hoosier SAFE-T had sites in the following counties: Clinton, Fountain, Franklin, Jasper, Jefferson, Johnson, Kosciusko, Lake, LaPorte, Madison, Marion, Marshall, Miami, Montgomery, Morgan, Elkhart, Noble, Parke, Porter, Putnam, Ripley, Switzerland, Tippecanoe, Whitley, Vermillion and Vigo
- ◆ Approximately 40% of the state now has mobile radio coverage under the SAFE-T network.
- ◆ SAFE-T has reduced project costs for the system backbone by approximately \$5 million by:
 - ◆ fostering partnerships: Johnson County, Boone County, Cass County, LaGrange County and the City of Bluffton provided towers, land, or other services, thus reducing SAFE-T expenditures; INDOT provided services and a building for the Northern Zone Controller;
 - ◆ reducing the number of sites in the northern and central areas of the state;
 - ◆ reducing the cost of the Mobile Data Solution; and
 - ◆ aggressively pursuing federal funds. To date, SAFE-T has secured \$2.4 million in federal dollars.
- ◆ In October, Project Hoosier SAFE-T became operational in the counties surrounding the VX nerve agent plant.
- ◆ IPSC solidified its national reputation as a trailblazer in federal/state/local interoperability cooperation. Project Hoosier SAFE-T was recognized in local, state, and national media.
- ◆ IPSC joined its counterparts in Illinois, Michigan, Ohio and Kentucky to form the Midwest Public Safety Communications Consortium (MPSCC), the largest multi-state communications project in the country.
- ◆ SAFE-T staff evaluated and allocated \$7 million in grants to qualifying counties for user equipment. This grant program (part of the 2003 Part II Department of Homeland Security/Office of Domestic Preparedness, administered by SEMA) generated an overwhelming response from counties.

For additional information, visit the newly reconstructed IPSC/Project Hoosier SAFE-T website at: <http://www.in.gov/ipsc/safe-t> or contact IPSC staff at 317.234.2572. There are categories specifically for the media, first responders, elected officials, the general public and even kids. Each web page is filled with useful and current information including links to grants for interoperable equipment; upcoming meetings; today's issues and concerns with interoperability; and the status of Project Hoosier SAFE-T.

Chairman's Message

Ask any Hoosier on the street what they think of interoperability and chances are you'll get a blank stare in return. Try to explain the importance of integrated public safety communications to someone, and all you'll probably get is a polite nod. Indeed, interoperable communication is definately **not** a "sexy" issue.

But just two short years ago, terrorists attacked our country. The lack of interoperable communications proved to be a factor in the deaths of hundreds of firefighters who didn't get the evacuate message that police did. This tragedy, and with others like Columbine, Oklahoma City, and weather disasters when inter-agency communication was non-existent, has pushed the issue to the top of many policy agendas.

Here in Indiana, public safety interoperability has been a priority for many years. Local and state elected officials, public safety representatives, and first responders began meeting years ago to talk about how to solve the problem of outdated, isolated and fragmented radio and data communications. As a result, our goals and our plans were already in place when communications interoperability got this recent, but long overdue attention.

Project Hoosier SAFE-T has undoubtedly benefited from the increased public focus. State legislators provided partial funding for a statewide system of communications sites in the 2002 session. Since then, with the help of our federal elected officials, we've been able to bring our project from paper and ideals into reality. We're building the future, today.

2003 was an extraordinary year for Project Hoosier SAFE-T. By the end of the year, we had grown from 7 to 24 active communications sites. We were recognized nationally for confronting the interoperability challenge creatively and for designing a fiscally prudent solution. We formed many promising partnerships to reach our common goals of saving lives and saving money.

Great achievements never come easy, and we're sure to face many challenges as we continue to build out the 126-site system across the state. Our conviction that all Hoosiers will be safer when first responders can communicate across borders and jurisdictions has carried us to this point. We will remain committed to this ideal as we continue to build for the future.

Melvin J. Carraway
Chairman, Integrated Public Safety Commission



Executive Summary

SAFE-T is a statewide, interoperable, wireless public safety communications system for Indiana local, state, and federal first responders. SAFE-T operates on a Motorola 4.1 Astro Smartzone OmniLink 800-megahertz (MHz) trunked voice and data system. It supports both analog and digital radios, providing 95% mobile radio coverage statewide through a network of 126 communications sites. SAFE-T will allow seamless, interoperable, and reliable communications among local, state, and federal public safety agencies during routine, emergency, and task force situations. SAFE-T will strengthen community safety and security, minimize costs and barriers to communications, and break down regionalization of systems to combat crime, natural disaster, and terrorism.

Indiana's Project Hoosier SAFE-T is a nationally recognized model for interoperable communications. The SAFE-T system allows first responder agencies to instantly communicate and coordinate their responses to routine or emergency situations. Agencies that interoperate with the SAFE-T system do not pay user fees and are free to join SAFE-T and determine the extent of their interoperability with other agencies. In other words, SAFE-T is a leader because the system unifies all first responders that choose to join, yet imposes no mandates or fees beyond the purchase of the agencies' own user equipment.

By bringing together a wide variety of first responders, elected officials, public and private administrators, and representative associations, SAFE-T has become much more than a technological advancement of communications equipment; SAFE-T represents an unprecedented integration of people working toward a common objective - to protect and save lives. The IPSC is comprised of 12 members representing law enforcement, firefighters, emergency medical services and more; thus, many interests of the first responder community, at local, state, and federal levels are brought to the table to implement SAFE-T. Also, the IPSC staff attended more than 800 face-to-face meetings with first responders and elected officials and dozens of conferences, trade shows, and speaking engagements to establish a system developed for first responders, by first responders. As SAFE-T unfolds across Indiana, more and more first responder agencies are joining the integrated system.

The IPSC has established many promising partnerships. Some of the greatest supporters of IPSC and SAFE-T are state agencies such as the Indiana Department of Transportation, Indiana State Police, Department of Natural Resources, Counter-Terrorism and Security Council, State Office Building Commission, and the State Emergency Management Agency. With the resources and expertise of these agencies and others, SAFE-T has become a reality in Indiana.

Thanks to these state agencies, Hoosiers are safer in the face of threats.

Several other states share the vision of interoperable communications and are pursuing their initiatives; and due to the national recognition of the importance of effective communications for first responders, the IPSC is able to exchange lessons learned with other states. In fact, Indiana has joined forces with Michigan, Illinois, Kentucky and Ohio and formed the Midwest Public Safety Communications Consortium (MPSCC). Given the significant common interests and goals of these midwestern states, the MPSCC not only pursues interoperability communications across state lines, but also within each state.



Governance Structure & Advisory Boards

Integrated Public Safety Commission

The Integrated Public Safety Commission (IPSC) was established in 1999 (IC 5-26-2-1) and charged to implement a statewide voice and data communications system. The IPSC is a state agency comprised of 12 Commissioners and seven staff members. The statutory duty is being fulfilled through Project Hoosier SAFE-T.

As the governing body for Project Hoosier SAFE-T, the IPSC constitutes a broad spectrum of first responder/public safety, governmental, and private-sector knowledge and experience. Not only is the diverse representation on the IPSC beneficial to the implementation of the project, it is crucial. In other words, the cornerstone of Project Hoosier SAFE-T is inclusion; involving as many stakeholders as possible in developing and constructing SAFE-T, as has been the guiding principle since the inception of the project.

The Commission meets quarterly and as needed to review project progress, policies, procedures and resolutions, and fine-tune strategies for the technological and operational implementation of SAFE-T. The Commission members are:

- ♦ Mr. Oatess E. Archey, Sheriff, Grant County
- ♦ Mr. Melvin Carraway, Chair, Superintendent of Indiana State Police
- ♦ Mr. John Catey, County Commissioner, Wayne County
- ♦ Mr. Thomas Fuentes, F.B.I. Special Agent in Charge for Indiana
- ♦ Mr. Richard Gunselman, Police Chief, City of Jasper
- ♦ Mr. Charles E. Henderson, Mayor, Greenwood
- ♦ Mr. D.W. (Buzz) Howell II, Private Sector Representative, Eli Lilly & Company
- ♦ Mr. Richard Linenburg, E911 President for Knox County
- ♦ Mr. Harold Matthews, Campus Police Chief, University of Evansville
- ♦ Mr. Dennis Probasco, Vice Chair, Health Services Director, Lafayette
- ♦ Mr. Luther Taylor, Fire Chief, City of South Bend
- ♦ Mr. Richard Worman, Former Senator, Leo Indiana

The IPSC works with two advisory groups on SAFE-T, which are the Integrated Law Enforcement Council (ILEC) and the State Agency Public Safety Committee (SAPSC).

Integrated Law Enforcement Council

The ILEC unites statewide agencies and associations that represent public safety and local governments in developing and implementing policy for improving interagency cooperation and communication. The current members involved are:

- ◆ Association of Indiana Counties
- ◆ Federal Bureau of Investigation
- ◆ Indiana Association of Chiefs of Police
- ◆ Indiana Association of Cities and Towns
- ◆ Indiana Black Troopers Association
- ◆ Indiana Criminal Justice Institute
- ◆ Indiana Fire Chiefs Association
- ◆ Indiana Fraternal Order of Police
- ◆ Indiana Prosecuting Attorneys Council
- ◆ Indiana Sheriffs Association
- ◆ Indiana State Police
- ◆ Indiana State Police Alliance
- ◆ Indiana Troopers Association
- ◆ Law Enforcement Training Board
- ◆ Office of State Fire Marshal
- ◆ Professional Firefighters Association
- ◆ Prosecuting Attorneys Council
- ◆ State Emergency Management Agency
- ◆ State Emergency Medical Services
- ◆ Indiana Volunteer Firemen's Association
- ◆ National Emergency Number Association
- ◆ Department of Transportation

State Agency Public Safety Committee

SAPSC and the SAPSC technical subcommittee combine the knowledge and resources of state personnel in developing and implementing interoperable communications that satisfy the particular needs of state government. State agencies comprising SAPSC and its technical subcommittee are:

- ◆ Military Department of Indiana
- ◆ Indiana State Police Department
- ◆ Department of Environmental Management
- ◆ Department of State Revenue
- ◆ State Emergency Management Agency
- ◆ Department of Natural Resources
- ◆ Department of Transportation
- ◆ Department of Administration
- ◆ Department of Correction
- ◆ Alcohol and Tobacco Commission
- ◆ Indiana State Department of Health

Also, an IPSC Policy Subcommittee met on several occasions in 2003 to develop and recommend operational policies to the Commission. The members of the IPSC Policy Subcommittee include representatives of law enforcement, fire, 911, and emergency medical services. They work together to formulate sound policies regarding the use of talkgroups, system oversight and other technical areas. These policies are available on our website, <http://www.in.gov/ipsc/safe-t/policies/>.

IPSC Staff

A staff of only seven people carry out the duties of building SAFE-T and supporting the IPSC, ILEC, and SAPSC. These positions include an Implementation Director, Comptroller, Executive Assistant, three Field Coordinators and a Communications Director. The Implementation Director manages the logistics of site construction, implementation of system infrastructure and manages the project. The Comptroller is responsible for both fiscal activities and human resources. The Executive Assistant drafts reports and presentations, coordinates official meetings, and serves as the legislative liaison for the agency. The three Field Coordinators meet with public safety and local government officials across the state to encourage involvement in SAFE-T and provide them with the information necessary for them to join SAFE-T. The Communications Director handles media and public relations and publications. Working as a team, each member of the IPSC team contributes in any way necessary to achieve the objectives and responsibilities of the agency.

Recognitions

Project Hoosier SAFE-T continues to be a national model for interoperable communications because the project involves first responders at all levels of government, across all disciplines, and imposes no user fees for participating agencies. SAFE-T's inclusive approach separates Indiana from the pack - no other state has initiated, developed, and implemented an integrated communications system in such a way. The IPSC believes that the quality of the system depends on first responder and system user input, not just a stamp of approval.

Johnson County activated SAFE-T county-wide in early 2002. Many first responders and elected officials in Johnson County praise the system for serving them very well during routine incidents as well as major storm response, like the tornadoes that ravaged the county in September 2002. In both 1996 and 2002, tornadoes hit Johnson County. In 1996, the disparate communications systems hampered the first responders ability to respond to citizens in need. During the 2002 tornado, all Johnson County public safety agencies had joined SAFE-T, which allowed nine fire departments and four police departments to interoperate, thereby coordinating their response and optimizing their resources. The results show that what took 24 hours in 1996, took only 7 hours in 2002, due in large part to the SAFE-T network.

Many national agencies and publications have recognized SAFE-T's success, including:

- ♦ The National Task Force on Interoperability (NTFI) website
- ♦ "Why Can't We Talk? Working Together to Bridge the Communications Gap to Save Lives: A Guide for Public Officials," February 2003 publication of NTFI
- ♦ SEARCH, The National Consortium for Justice Information and Statistics, website
- ♦ Federal Protective Services Recognition Award
- ♦ Indianapolis Star editorial, November 25, 2003
- ♦ Homeland Security News, "Indiana's Emergency Communications Strategy is Giving Other States Something to Talk About." October 10, 2003

"Indiana must press ahead with a radio-and-data network that would improve communications among first response personnel across the state. The best way to do it is to complete Project Hoosier SAFE-T...getting the problem fixed should be a priority when the legislature convenes in January."

Indianapolis Star editorial, November 25, 2003

Partnership Means Progress

The IPSC strives to promote interoperable communications for first responders. Interoperable communications however extends beyond radio and mobile data transmissions in that the term implies a cooperative, interdependent environment. In other words, the success of interoperable communications requires first responder agencies to work together in planning for and responding to public safety incidents. Radios and towers are not enough.

The IPSC not only encourages technological interoperability, it fosters the principle operationally. The IPSC and its many partners - state, city, county, private, individual and corporate - have interoperated. Each day, the IPSC and its staff work with the Indiana Department of Transportation (INDOT), State Police (ISP), the Department of Natural Resources (DNR), the Counter Terrorism and Security Council (CTASC), and the State Emergency Management Agency (SEMA).

The INDOT contributed greatly to SAFE-T in 2003. INDOT has been a major partner and has dedicated both personnel and funding to SAFE-T. Also, INDOT provided a shelter to house SAFE-T infrastructure equipment, saving the IPSC nearly \$250,000, and has completed civil work at communication sites whenever possible. Hoosiers rely on safe roads during all conditions. When faced with snowstorms, chemical spills, and traffic jams, the people of INDOT know that good communications is crucial in their role as first responders in these situations.

The ISP, much like INDOT, shares its resources - such as technical personnel and communication sites - with the IPSC. ISP's technical expertise has been invaluable in developing and implementing this statewide initiative. ISP troopers have used inefficient and non-interoperable radio equipment for several years. Therefore, ISP has been a champion of SAFE-T since day one due to the promise of effective interoperability and mutual aid.

The DNR also works to further SAFE-T's success. Two of our field coordinators are DNR employees, working for SAFE-T under an employee interchange program. These staff members have become the face of the agency.

SEMA and the IPSC worked together on two major initiatives in 2003. The first initiative involved the upgrade of 5 central Indiana communication sites and replacement of first responder equipment in order to operate on SAFE-T. This upgrade and replacement under the Chemical Stockpile Emergency Preparedness Program (CSEPP) addressed communications for protection and potential emergency response in case of fallout from the VX nerve agent depot located in Vermillion County. The second project was the First Responder Interoperable Communications Equipment Sub-grant Program. Under this sub-grant program, 55 counties could

compete for a share of the available \$7,000,000, limited at \$500,000 to a single county, to purchase interoperable radio and data equipment. SEMA designated the IPSC to evaluate county applications based on five major criterion -- risk point factor; degree of compatibility with the SAFE-T system; number of first responder agencies involved; diversity of first responder agencies; and overall quality and organization of the submitted application. The IPSC plans to continue to serve SEMA and local first responders as an evaluating agency for federal homeland security grant funding for interoperable communications.

As part of the IPSC, the Indianapolis Office of the Federal Bureau of Investigation (FBI) ensures that SAFE-T includes federal first responders working in Indiana. The FBI provides a federal liaison on behalf of the IPSC to work with federal agencies in familiarizing and integrating federal agents onto the SAFE-T network.

Indiana's Counter-Terrorism and Security Council is charged with protecting Hoosiers from potential terrorist threats. Given this objective, CTASC demonstrated significant support of SAFE-T in 2003, striving to make the project a reality throughout the state. CTASC recognizes that SAFE-T offers first responders the critical link - interoperable communications - in every real emergency and potential threat.

In addition to its state and federal agency partners, the IPSC established solid working relationships with local entities. Local representatives from around the state are providing public land for communications sites and allowing SAFE-T to place equipment on an existing tower structures.



These cooperative efforts are particularly important because it saves time and money for the project. The IPSC has worked diligently to implement Project Hoosier SAFE-T; but without our partners, the success of the project would not be as significant.

Outreach

The extent of support for and inclusion in SAFE-T is due particularly to the outreach efforts of the IPSC and its staff. They participated in countless town hall meetings, seminars and conferences across the state to promote interoperability and interagency cooperation.

In 2003, IPSC commissioners or IPSC staff participated in the following conferences¹:

- ♦ Indiana Association of Counties
- ♦ Indiana Association of County Commissioners
- ♦ Indiana Association of Cities and Towns
- ♦ Indiana Fire Chiefs Association
- ♦ Indiana Chiefs of Police Association
- ♦ National Emergency Number Association
- ♦ Indiana Sheriff's Association
- ♦ Indiana Executive Leadership Forum in Government Technology
- ♦ National League of Cities
- ♦ National Institute of Justice's National Law Enforcement and Corrections Technology Center
- ♦ Indiana Law Enforcement Academy
- ♦ Indiana Professional Firefighters Association
- ♦ Indiana Volunteer Firefighters Association
- ♦ Northern Indiana Fire Chiefs Round Table
- ♦ Region Nine Disaster Planning Group
- ♦ Association of Public Safety Communications Officers/APCO conference
- ♦ Indiana Statewide Terrorism sessions

Most notably however, the IPSC field coordinators have met with more than 800 local, state and federal first responders and elected officials in the last year and a half. These face-to-face meetings ensure that the IPSC better understands the communication needs and goals of first responders. Also, the IPSC field coordinators explain SAFE-T's basic operation and its vast benefits to first responders. Among the benefits to first responder agencies is that they incur no infrastructure costs, related administrative costs, or maintenance and operational fees; there is no need for requests for proposal or bid evaluations; contract compliance with the vendors is administered by the IPSC; and there are no fees for tying into the system outside of the purchase of end-user equipment. The field coordinators also help first responder agencies choosing to join SAFE-T to transition efficiently. Truly, the most important step in the successful

¹ This list is not exhaustive and lists only some of the most significant engagements.

implementation of SAFE-T is the participation of first responders; and the IPSC field coordinators carry out this vital step.

In fact, with more than a thousand first responders now operating on SAFE-T, we are witnessing that there is no substitute for interoperable communications. When agencies officially join SAFE-T, the IPSC and the joining agency sign a memorandum of understanding (MOU) which details the responsibilities of each party. As the system is implemented, more and more first responder agencies will operate on SAFE-T. The IPSC has memoranda of understanding signed or in progress with:

- ◆ City of Danville
- ◆ Johnson County
- ◆ Vermillion County
- ◆ Fountain County
- ◆ Warren County
- ◆ Parke County
- ◆ Vigo County
- ◆ Indiana Attorney General
- ◆ Montgomery County
- ◆ City of Crawfordsville Police Department
- ◆ City of Pittsboro Fire Department
- ◆ Indiana Excise Police
- ◆ Indiana State Police
- ◆ Indiana State Department of Health
- ◆ Department of Natural Resources
- ◆ Huntington County
- ◆ Indiana Family and Social Services Agency
- ◆ State Emergency Management Agency
- ◆ Indiana Department of Transportation
- ◆ Ohio County
- ◆ Indiana Department of Environmental Management
- ◆ Indiana State Fair Commission
- ◆ Boone County
- ◆ Department of Corrections
- ◆ Bartholomew County
- ◆ Indiana School for the Deaf
- ◆ Tippecanoe County Sheriff
- ◆ Federal Bureau of Investigation, Indianapolis

Building the future, today

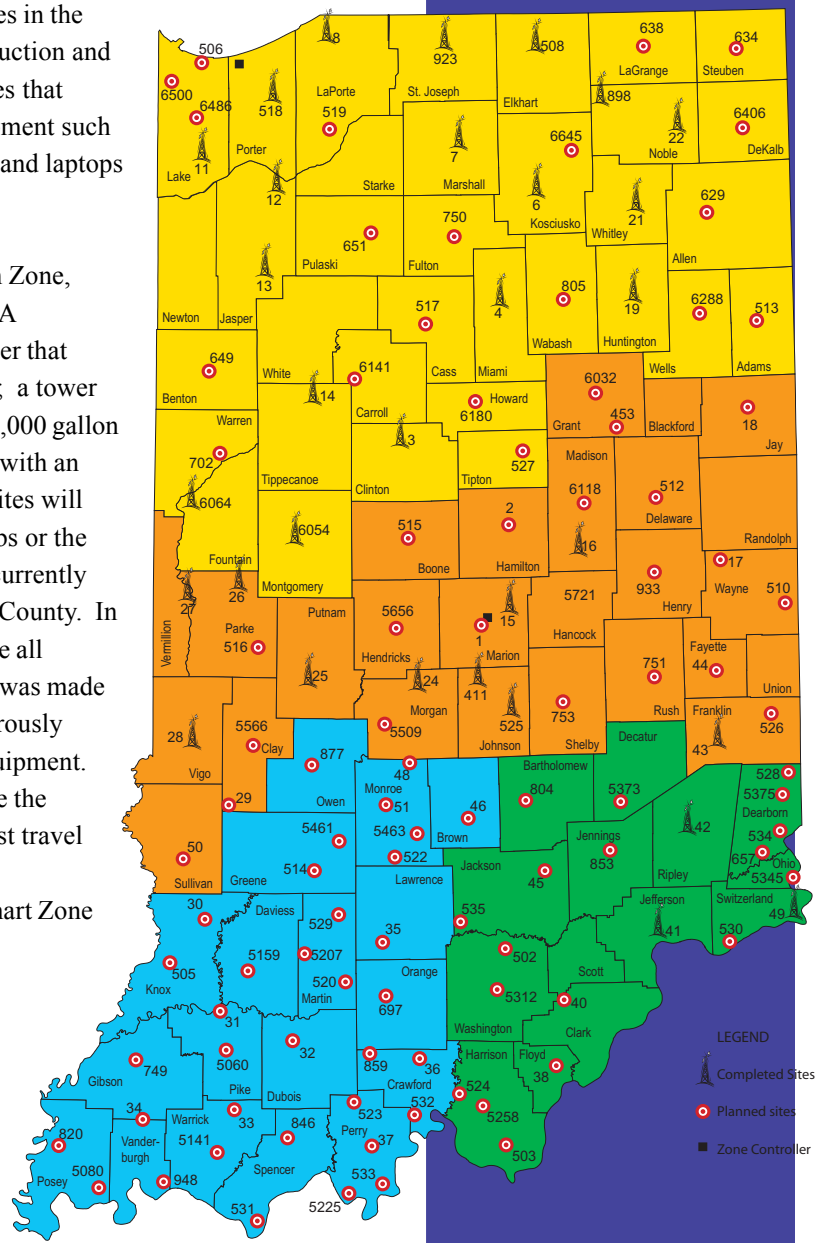
Our implementation successes

Because it is an enormous, statewide initiative, SAFE-T requires a phased approach of development and implementation. In fact, Indiana has never seen a similar project that brings first responders together under an integrated system. Despite the nuance of a statewide interoperable communications system, the project received considerable support and gained momentum each day in 2003.

The SAFE-T system consists of 126 communication sites in the baseline project design. The IPSC is funding the construction and maintenance of these sites. The first responder agencies that operate on SAFE-T therefore, only purchase user equipment such as mobile and portable radios for voice communication and laptops for mobile data.

The 126 sites are split up between four zones: the North Zone, Central Zone, South East Zone, and South West Zone. A communication site generally includes a facility or shelter that houses communications equipment; transmission lines; a tower anywhere from 100 to more than 400 feet; and a 500 to 1,000 gallon back-up generator. All of this is surrounded by a fence with an access road leading up to the secure area. Four of the sites will house a Smart Zone Controller, which act as system hubs or the *brains* of the system. Two Smart Zone Controllers are currently operational - one in LaPorte County and one in Marion County. In 2003, the second zone controller was installed to manage all communications in the northern zone. This installation was made possible through the assistance of INDOT, which generously provided facilities for housing of the zone controller equipment. Both zone controllers were upgraded in 2003 to enhance the functionality of the system for first responders who must travel throughout zones (called the OmniLink function). All communications sites will be attached to a particular Smart Zone Controller depending on the location of the site.

The first eight sites activated under Project Hoosier SAFE-T were part of a demonstration phase, which showcased the operation of SAFE-T and its benefits to first responders and all of Indiana. Communication sites in Patriot, Peppertown, Madison, Versailles, Crawfordsville, Franklin and Mooresville were activated first quarter 2002 and in Greenwood in 2003 as part of this demonstration initiative.





Five more SAFE-T sites were activated in October 2003 under the CSEPP - VX nerve agent project governed by SEMA, ISP, and the IPSC. The VX project was funded primarily by federal grants through the Federal Emergency Management Agency and upgraded analog infrastructure and equipment throughout much of central Indiana to the SAFE-T system. Perhaps the greatest risk posed to Hoosiers today is a terrorist attack that results in the emission of VX nerve agent. A drop the size of a pinhead on bare skin can kill. Given the potential for widespread fallout from the VX nerve agent, the VX project is not only important,

but necessary for the safety of literally millions of Hoosiers.

As of October of 2003, SAFE-T became operational for public safety providers in the counties surrounding the VX plant. Now, first responders, within the predicted VX plume, can rely on efficient and effective interoperable communications for the protection and evacuation of Hoosiers.

As the VX project was underway, several communication sites in the northern half of the state were being implemented. The IPSC's first statewide phase, consisting of 55 communication sites, focuses primarily in the North and extends to the southeastern section of the state. When the current phase is completed, 68 communication sites will be operational on Project Hoosier SAFE-T providing mobile radio coverage for 2/3 of the state's landmass. Although, there are 126 communication sites in the statewide design, currently the IPSC does not have adequate funding to complete the entire project. Nonetheless, the IPSC is pursuing federal and state funding sources and is confident that the project will be completed statewide given its tremendous benefit to Indiana's first responders and communities alike.

As of December 31, 2003, SAFE-T had established communication sites in the following counties: Clinton, Fountain, Franklin, Jasper, Jefferson, two sites in Johnson, Kosciusko, Lake, LaPorte, Madison, Marion, Marshall, Miami, Montgomery, Morgan, Noble, Parke, Putnam, Ripley, Switzerland, Tippecanoe, Vermillion and Vigo.

Site integration is a complex process that requires significant design work and planning. The site integration process is quite detailed. There are many critical tasks that must be accomplished for each communication site involving many highly skilled experts, including:

- ◆ Site lockdown - the process of determining the most effective location to provide the best possible coverage for that area;
- ◆ FCC licensing of 800 MHz - research on available frequencies and acquiring necessary Region Frequency Planning approval within in an already congested spectrum;

- ◆ Establishing telecommunications connections to the site either by commercial telephone line or state police private microwave services;
- ◆ civil construction work;
- ◆ tower and antenna installations;
- ◆ user training;
- ◆ acceptance testing;
- ◆ programming of mobile and portable radios;
- ◆ site integration with the master site.

Each SAFE-T site has been designed to provide the maximum level of coverage for the specific area. The IPSC team expects that 68 planned sites will be completed in late 4th quarter of 2004 or early 2nd quarter 2005.

Project Hoosier SAFE-T is both a voice and data communications system. As we build each communications site, provision for data applications is being made through the installation of data base stations. Progress on completing the infrastructure for mobile data was made during 2003 with the purchase of the statewide message switching system and wireless network hardware to support several applications. The IPSC plans to have the data network functional on the SAFE-T network in the 1st quarter of 2004.



Laptop unit for mobile data.



System infrastructure equipment at the Master Site in Portage, IN.



Placing a communications equipment building at the site in Parke County.

Beyond Our Borders

The Midwest Public Safety Communications Consortium

In addition to the many partnerships that the IPSC has established with local, state, and federal first responder agencies in Indiana, the IPSC works with its counterparts in surrounding Midwestern states including Michigan, Ohio, Illinois, and Kentucky.

These five states work under the guise of the Midwest Public Safety Communications Consortium (MPSCC). The MPSCC recognizes that interoperable communications must extend beyond city, county, and state lines to be effective and provide the greatest degree of safety to all. Indiana and its MPSCC partners aim to improve interoperable communications for first responders within and across state borders, because state lines do not bound crime, terrorism, or natural disaster. In fact, first responders cross state lines every day to aid neighboring states' public safety agencies; and they must.

Indiana shares borders with every other MPSCC state; therefore, first responders share common challenges, albeit fighting crime, recovering from weather and natural disaster, and protecting citizens and infrastructure from potential terrorist threats. Interstates, rail lines, bridges, the Ohio River, the Great Lakes, major metropolitan areas, colleges and universities, industrial plants, and military installations are just a few key examples of high-risk infrastructure and areas that warrant interstate cooperative efforts.

The MPSCC was established by mutual agreement in 2002. Throughout 2003, the MPSCC developed an interstate interoperable communications plan. The plan explains why the MPSCC was formed, the status of the MPSCC, its major objectives, methods for interoperability between state systems, and how to implement its objectives and methods of achieving interoperability and interstate cooperation for public safety issues.

While three of the MPSCC states are implementing a statewide system (Illinois, Indiana, and Ohio), two (Kentucky and Michigan) have completed their state's system; and each state is a little different in its approach to their respective state's initiative. These differing approaches and levels of implementation truly create a forum for sharing lessons learned, new technological advances, and methods of implementation. The combined efforts, knowledge, and expertise of these five Midwest states only benefits the entire region and serves as an example for the entire nation.

Funding SAFE-T

House Enrolled Act 1001, passed in 2002 by the Indiana General Assembly, established a funding mechanism for Project Hoosier SAFE-T. Under HEA 1001, \$1.25 of certain Bureau of Motor Vehicle (BMV) fees are allocated to the Integrated Public Safety Communications system infrastructure fund established by IC 5-26-4-1. This revenue is divided between the IPSC for implementation of SAFE-T and the State Police crime lab backlog. At this point, funding for the full implementation and maintenance of SAFE-T is insufficient.

The IPSC continues to find ways to fully fund SAFE-T and has sought out federal funding to supplement state appropriations. Since the inception of Project Hoosier SAFE-T, Indiana's Congressional Delegation has played an integral part in its success. With their efforts, SAFE-T received \$16.3 million in federal funding from 1997 to 2003. In 2003, federal funds allocated to SAFE-T included:

- ◆ \$1 million from Department of Homeland Security's Office of Domestic Preparedness Part I appropriations for SAFE-T infrastructure in Lake County.
- ◆ \$993,000 from US Department Of Justice grants.
- ◆ \$415,971 from US Department of Transportation/Intelligent Transportation Systems.

The IPSC thanks the Indiana General Assembly and the Indiana Congressional Delegation for their support of Project Hoosier SAFE-T and hopes that together they can find a way to fully fund SAFE-T throughout the entire state.



Helping Local Agencies

First Responder Communications Equipment Sub-Grant Program

Local agencies are enthusiastic about interoperability and about Project Hoosier SAFE-T; but the greatest barrier remains funding. Despite the huge savings realized by not having to fund or maintain communications towers and associated equipment, local agencies are still hard-pressed - especially in these lean economic times - to find money to buy radios and other user equipment.

The IPSC staff is well aware of these barriers and always on the lookout for grant opportunities to help ease the burden. In Federal Fiscal Year 2003, the United States Department of Homeland Security, Office of Domestic Preparedness (DHS/ODP) allocated approximately \$30 million to Indiana under the State Homeland Security Grant Program Part II. The State Emergency Management Agency (SEMA) designated \$7 million of this money for a First Responder Communications Equipment Sub-Grant Program. The purpose of this sub-grant program was to make funds available to counties for the direct enhancement of radio and data communications interoperability among first responder agencies. The entire \$7,000,000 was designated for local use. Counties that were eligible for the sub-grant were included in the current 55-communications-site-buildout of Project Hoosier SAFE-T.¹ SEMA asked the IPSC to evaluate the applications and make recommendations on the proper amounts to disburse to the selected counties under this program.²

The response was overwhelming. Indeed, 45 of the 55 counties submitted applications requesting a total of 26.2 million for interoperable communications equipment. Although the grant process was competitive, the true guidepost was the spirit of interoperability - a willingness of first responder agencies to work with each other, neighboring county agencies, and state and federal first responders.

Counties solicited to submit an application could pursue several methods of providing enhanced wide-area interoperability, but IPSC and SEMA encouraged applicants to utilize the funds made available through the sub-grant to purchase 800 MHZ radios and dispatch equipment necessary to join Project Hoosier SAFE-T. SEMA is responsible for the final decision on the sub-grant awards and will administer the sub-grants distribution in 2004.

¹ See page 15 for a map of the current buildout phase of Project Hoosier SAFE-T.

² The First Responder Interoperable Communications Equipment Sub-grant Program is still in progress, and therefore, the award designations were not been released as of December 31, 2003.



Saving the State

Project Hoosier SAFE-T is an enormous project and has enormous benefits never realized before by Indiana. In implementing SAFE-T, the IPSC is continually working with its vendors and partners to avoid costs and minimize expenses while maintaining a commitment to first responders to provide them with a reliable and effective statewide communications system. Some of the cut costs include:

- ◆ A mobile data solution was developed for \$750,000 less than estimated.
- ◆ INDOT provided new facilities to house the Northern Smart Zone controller and performed civil work at the communications site in Portage, saving the project at least \$250,000.
- ◆ A redesign of the system resulted in a reduction of 32 channels, avoiding costs of over \$400,000.¹
- ◆ All 24 communication sites are located on commercial or government owned properties with existing towers. This saves acquisition, licensing, construction, and integration costs at each site.

The IPSC also has ensured that first responders joining SAFE-T save as well. The IPSC secured 20-25% off list price and negotiated fixed pricing for 7 years on communications equipment. In fact, if the IPSC vendor offers a lower price on first responder equipment anywhere in the United States, it must offer that price to Indiana first responders as well.



A Crawfordsville dispatcher uses the SAFE-T system.

¹ This money was reallocated to communication site implementation in Lake County.

Looking Ahead

Our Goals for 2004

The IPSC plans to complete the first statewide SAFE-T buildout of 55 communication sites in 2004. When this phase is complete, 68 sites - more than half of the 126 planned sites - will be operational. The IPSC hopes to receive additional state and federal funding to complete the remaining 58 communication sites to extend the benefits of interoperable communications to all first responders in the state. Whenever possible, the IPSC will reduce costs. Our primary goal, however, will be to save lives through interoperable communication.

The IPSC is also completing implementation of the mobile data infrastructure. The implementation of mobile data is anticipated for completion by the 2nd quarter of 2004. Through mobile data, first responders will be able to share criminal history, driving records, and other database information to prepare them for any situation.





Thanks

The Integrated Public Safety Commission would like to thank the members of the Indiana General Assembly, the Indiana Congressional Delegation, Governor Joseph Kernan and his staff, Lieutenant Governor Kathy Davis and her staff. The IPSC thanks the members of the SAPSC and the ILEC for their dedication to Project Hoosier SAFE-T and their communities, the Indiana state agencies and the federal agencies that have worked so closely with the IPSC, and all first responders and elected officials across the state for serving and protecting Hoosiers and visitors to Indiana.

This Annual Report is dedicated in memory of Governor Frank O'Bannon who did so much for Indiana and its front-line defenders.



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The Annual Report is also available on the IPSC website
www.state.in.us/ipsc/safe-t